

Sweden and the Partnership for Peace

**A MONOGRAPH
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Abstract

The fall of the Berlin Wall, the crisis in the former Yugoslavia and the Swedish membership in NATO Partnership for Peace (PfP) in 1994, and in the European Union (EU) in 1996, meant fundamental changes in the security policy situation and tasks for the Swedish Armed Forces. An organization based on the perceived threat of being placed in the middle of two super powers, prepared to react to military threats along the coasts and borders, found itself more concentrated on developing capabilities and participating in Peace Support Operations. In this context, the question of this monograph is: In what way has the Swedish membership in PfP influenced the Swedish Armed Forces capabilities?

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Chapter 1

Background

In Europe, our principal security-political goal is to permanently ensure cooperation of close trust between all states. This is in line with our conviction that Sweden's security must be based to a considerable degree on mutual security grounded in stable political and economic relations between democratic states. It is a fundamental Swedish interest that Survey presented in Appendix B developments in Central and Eastern Europe may also lead to deepened democratic culture and to economic and social progress, an improved environment and increased openness towards the surrounding world.

—1996 Swedish Resolution on Defence.

As for most other Armed Forces around Europe, and in the rest of the Western World, the fall of the Berlin Wall meant a fundamental change in the security policy situation for the Swedish Armed Forces. Gone was the stable and predictable situation that had constituted the basis for Swedish Defense for over forty years. An organization based on the perceived threat of being placed in the middle of two super powers, prepared to react to military threats along the coasts and borders, found itself more or less obsolete.

Along side this development, the crisis in former Yugoslavia and the Swedish membership in EU and PfP added to the fundamentally changed situation. Although the Swedish dedication to UN missions in the past is well documented, these missions up to this point were never really looked upon as a fundamental part of the Armed Forces tasks. The Armed Forces were very much concentrated on the defense of the country within its

borders and due to the Swedish delicate position of neutrality between the Warsaw Pact and NATO, international contacts were few and far between.

The political leadership quite quickly, far quicker than the military itself, adapted to the new situation. The task of defending the country against armed aggression was made but one of the Armed Forces main tasks. The tasks to monitor and assert the country's territory, to support the community in peacetime, and to make trained units and other resources available for international peace-support and humanitarian missions were also made principal tasks for the Armed Forces.

This transformation, from a threat based organization stationed in country, to a competence based one with considerable engagements abroad and an increasing demand for interoperability has created substantial friction. The recent emphasis on the international commitment to peace support and humanitarian operations has raised a debate within the Swedish Military, not unlike the one underway within the U.S. Army. Even if the situation for the U.S and Swedish military in many aspects is very much different, some issues seem to be common. Are we, the Swedish Armed Forces, doing the right thing? Should we engage in peace support operations that, at least in U.S Military perspective detracts from the Army's main task of fighting and winning the wars of the Nation?

Nevertheless, the development for the Swedish Forces is clearly going toward even more international engagement, whether the military likes it or not. The interesting question to ask in that context is, what impact, if any, the increased international commitment has on the ability to actually defend the country?

The main engine in the increased practical international cooperation for the Swedish Armed Forces is at the moment the Partnership for Peace (PfP). Regardless of efforts being made within EU and OSCE, the overwhelming majority of international contacts and practical development of capabilities is being made within the framework of PfP.

This monograph initially describes the Partnership for Peace as an organization and the Swedish participation in different PfP-activities. In the later part, it sets out to answer the question: In what way has the Swedish membership in PfP influenced the Swedish Armed Forces capabilities?

Some changes and influences are obvious and clearly visible. Changes in doctrine, organization and equipment are some examples. Other influences may not be as evident. Changes in emphasis in training and education as well as the general perception of reality within the force are examples of this, often equally important, influence. In order to catch some of this part of the material used in the monograph is a survey distributed to several units, staffs and commands throughout the Swedish Army. The survey is described in Annex B. Realizing that this is not a strictly scientific document, it still gives a flavor of how the organization feels about the current development. Due to a limited number of pages at the author's disposal the emphasis is on the Army as opposed to the whole Armed Force.

Chapter 2

Swedish Security Policy

The two dimensions of security policy are formed in continuous interaction between measures of, chiefly, foreign policy and defence policy. .

—1996 Resolution on Defence

Traditional Swedish view on security policy

Traditional Swedish security policy has a long history of military non-involvement and of neutrality in case of war in the Nordic Region. The roots of this policy can be traced back to the early 19th century when Sweden's present day borders were established. The real foundation for Swedish security policy pursued up until the early 1990 came from the experiences of World War II.¹ By walking a very narrow path of neutrality, and by making some concessions, primarily to the Germans, Sweden managed to stay out of the World War II. After the war Sweden attempted to form a Nordic Defence alliance.² When that effort failed, Sweden in 1949 returned to its traditional security policy consisting of two main pillars – the policy of neutrality and a strong defense³. The idea was to avoid getting involved in a war, at least initially, by not being part of a peacetime military alliance and at the same time to have a strong enough military strength to deter direct aggression. During the Cold War, with its two dominant

superpowers on opposite sides of Europe, this policy was easily explained and it made sense to the Swedish population.

Despite the neutrality policy, the ideological and cultural connection to Western Europe was not denied, nor was the possibility to engage in international matters. Sweden has always put great emphasis on the importance of the United Nations (UN), has been actively engaged in numerous peacekeeping operations as well as disarmament and non-proliferation matters.⁴

Until the end of the cold war, the political situation in the world and the Swedish policy of military non-alignment precipitated a very stable situation to the Swedish Armed Forces. The task was to deter, and if necessary to defend, against an armed invasion of the country. The military non-alignment policy meant that military contact with other nations in general was limited to interaction within UN peacekeeping operations. The same policy also meant that the main part of all Swedish military equipment was designed and built in Sweden, including fighter jets, warships, main battle tanks and infantry fighting vehicles.

At the end of the cold war the Swedish Armed Forces was a organization that for over fifty years had developed more or less without intentions of being able to operate together with forces from other nations. This more or less isolated Swedish development of equipment, tactics, staff organization and procedures made cooperation with other nations difficult.

Changes in security policy during the nineties

A number of events have significantly influenced the Swedish security policy since the early nineties. The first and most obvious one was the fall of the Berlin Wall. There

are no longer any military forces in Sweden's immediate vicinity capable of posing any threat of invasion against Sweden. The second one is the Swedish membership in the European Union (EU). The membership has caused Sweden to take a broader view on its security policy, even if EU is not an organization mainly concerned with matters of security policy,⁵. Finally, the Swedish membership in Partnership for Peace has opened a new avenue of approach to active Swedish participation in different security building measures.

Although the basic Swedish policy of military non-alignment still is in effect recent policy changes has meant significant changes for the Armed Forces. The 1996 Resolution on Defence states:

Sweden is endeavoring to offer effective contributions to joint peace-support and humanitarian efforts both in Europe and elsewhere. We seek cooperation with all security organizations in Europe. Alongside our participation in the UN and the OSCE, we share the common foreign and security policy of the EU, we are an active observer in the Western European Union, WEU, and cooperate with NATO and several other European states within the scope of the Partnership for Peace, PfP⁶.

Although the competencies needed to defend the country must be maintained, the widened scope of Swedish security policy has forced significant changes in the Swedish Armed Forces. A transformation from an organization designed to meet an invasion operating on its own, to an organization capable of cooperating with other nations in a variety of tasks has to be made.

Structure of the Armed Forces

The changes in the environment and the consequent changes in emphasis in Swedish security policy have had major impact on the structure and size of the military

organization. Table 1 shows the development of the size of the Swedish Armed Forces since 1987.

Table 1 Development of the Swedish Armed Forces since 1986

	Resolution on Defence 1986	Resolution on Defence 1992	Resolution on Defence 1996	Resolution on Defence 2000
Army Brigades	27	16	13	6
Rapid Reaction Battalion	0	0	1	2
Navy Surface Squadrons	7	3	2	2
Submarines	14	12	9	5
Air Force Squadrons	23	20	12	8

Sources: Facts and figures on the Swedish Armed Forces, brochure published by Swedish Armed Forces HQ, Stockholm, 1999

Information pamphlet on the 2000 Resolution on Defence, Ministry of Defence, Stockholm, 2000

The table shows the shift of emphasis from a defense force prepared to meet an invasion, to an organization designed to be a nucleus for maintenance and development of warfighting competencies. The creation of Rapid Reaction Battalions is an expression of the governments wish to enhance the Armed Forces ability to react to international demands for peace support forces. This should be viewed in the context of the widened scope of Swedish security policy.

Primary tasks of the Armed Forces

Not only the size of the force has changed over the last decade. The widened scope of Swedish security policy, with increased emphasis on international military engagement, has also had impact on the tasks of the Armed Forces. In the 1986 Resolution on Defence the tasks are heavily concentrated on the defence of the territory

within the framework of a larger conflict between NATO and the Warsaw Pact⁷. In the 1996 Resolution on Defence, the emphasis has gone through a significant change. The task to actually defend the country against armed attack is not there anymore. Instead, the Armed Forces have got the following four primary tasks:

1. The Armed Forces are to prepare in peacetime to defend the country in war against armed attack that threatens its liberty and independence. It must be possible to counter attack from any quarter and to defend the whole country.
2. The Armed Forces must be able to monitor and assert the country's territorial integrity in peacetime and in war, in the air, at sea and on land.
3. The Armed forces must be able to make trained units and other resources available for international peace-support and humanitarian missions.
4. The Armed Forces must be able to support the community continually in times of severe strains on society in peacetime.⁸

Although all four tasks are considered primary tasks, number one and three are the ones that are supposed to form the basis of the design of the Force.

The conscript system

All citizens between the ages of 16 and 70 residing in Sweden are liable for Total Defense service. The service may be performed as national military service, civilian service or general liability for service. All Swedish men between the ages of 18 and 24 are obliged to enroll with the National Service Administration. Selection involves medical and psychological examinations. Based on the needs of the wartime organization and the result of the selection tests the most suitable are assigned to military or civilian service and the rest to a training reserve. Military service is completed within the Armed

Forces. It always begins with basic training, which can be a maximum of 615 days. After basic training, the soldiers are assigned wartime postings in units.

Wartime units are not used for international operations, instead units are recruited specifically for each international mission. These units are recruited on a voluntary basis among soldiers during or after basic training.⁹

Summary

Up until the early Nineties Swedish Armed Forces was a organization that for over fifty years had developed more or less without intentions of being able to operate together with forces from other nations. The changes in the surrounding world, and the consequent changes in Swedish security policy has forced a transformation of the Armed Forces. The organization has gone from an organization designed to meet an invasion operating on its own, to an organization capable of cooperating with other nations in a variety of tasks. This change reflects in a dramatic draw down in size and a widened set of tasks.

Although participation in international operations is one of the Armed Forces principal tasks, participation in such operations is voluntary both for officers and conscripts.

Notes

¹ Nils Gylde'n, Sweden's security and defence policy (Stockholm: Ministry of Defence, 1994), p11.

² Ibid., p12

³ Ibid., p13.

⁴ Ibid., p26.

⁵ The Governments Official Reports 1994:11,(Stockholm, Ministry of Defence, 1994),

⁶ Government Bill on the Defence, 1996/97, (Stockholm, Ministry of Defence, 1997)

⁷ Government Bill on the Defence, 1986/87, (Stockholm, Ministry of Defence, 1987)

⁸ Government Bill on the Defence, 1996/97, (Stockholm, Ministry of Defence, 1997)

Notes

⁹ *Facts and figures on the Swedish Armed Forces*, brochure published by Swedish Armed Forces HQ, Stockholm, 1999, pp 21-22.

Chapter 3

Partnership for Peace

The evolution of Partnership for Peace

With the fall of the Berlin wall and the disintegration of the Warsaw Pact, NATO embarked on a program designed to prevent the reemergence of communism and to ensure closer relations with former Warsaw Pact members. The basis of this new program emerges from the North Atlantic Council (NAC) meeting in Rome in November 1991. In “The Alliance’s New Strategic Concept”, NATO recognizes the need for a new approach to the security situation in Europe¹. In the “Rome Declaration on Peace and Cooperation” NATO puts forward that the alliance’s policy in the future shall be based on three mutually reinforcing elements, dialogue, co-operation and the maintenance of a collective defense capability.² The first practical result of this policy was an invitation to the Foreign Ministers of Bulgaria, Czech Republic, Slovak Republic, Estonia, Hungary, Latvia, Lithuania, Poland, Romania and the Soviet Union to join the NAC meeting in Brussels in December 1991. The purpose of the meeting was to form the North Atlantic Cooperation Council (NACC)³. The focus of NACC was to enhance security and related issues such as defense planning, arms control, democratic concepts of civilian-military relations, air traffic management, and the conversion of defense production to civilian purposes.⁴

Following the creation of this forum for political level cooperation, was the creation of the Partnership for Peace (PfP). As the result of a U.S initiative, NATO in January 1994 extended an invitation to states participating in NACC and CSCE (Conference on Security and Cooperation in Europe) to form PfP. The objective of the organization was to provide a framework of more practical cooperation between the participating states. Because of this, partner states were invited to participate in political and military bodies at NATO Headquarters through permanent representation in the Partnership Coordination Cell (PCC). The invitation also proposed peacekeeping exercises, with participation from NATO and partner states, beginning in 1994 in order to promote closer military cooperation and interoperability⁵.

The invitation was well received and by the end of 1994, twenty-three partner nations, including Sweden and Finland, had signed the Partnership for Peace Framework Document⁶. A complete list of signature states and date of signature is to be found in appendix A. According to the PfP Framework Document the fundamental objectives of PfP are:

- facilitating transparency in national defense planning and budgeting processes;
- ensuring democratic control of defense forces;
- maintaining the capability and readiness to contribute to operations under the authority of the UN and/or the responsibility of the OSCE⁷;
- developing cooperative military relations with NATO, for the purpose of joint planning, training and exercises in order to strengthen the ability of PfP participants to undertake missions in the field of peacekeeping, search and rescue, humanitarian operations, and others as may subsequently be agreed;

- developing, over the long term, forces that are better able to operate with those of members of the North Atlantic Alliance.⁸

At the 1997 Sintra, Portugal NACC Foreign Ministers meeting the next step in the evolution was taken by the creation of the Euro-Atlantic Partnership Council (EAPC). EAPC was created as a successor of NACC and was designed to give PfP an expanded political dimension by providing an overarching framework for consultations among its members⁹. All twenty-seven partnership nations joined EAPC.

Building on the new political framework of EAPC, NATO in mid 1997 decided to further enhance the role of the PfP. The overarching objectives of PfP enhancement were stated as:

- strengthening the political consultation element in PfP, taking into account EAPC and related outreach activities;
- developing a more operational role for PfP;
- providing for greater involvement of Partners in PfP decision-making and planning.¹⁰

The most recent steps in developing PfP were taken at the Washington Summit in April 1999. In the report “The Enhanced and More Operational Partnership” (EMOP) the following initiatives were presented:

- a Politico-Military framework for NATO-led PfP-operations,
- further development of the Planning- and Review Process (PARP),
- deepened defense related and military cooperation,
- Operational Capabilities Concept (OCC),

- Training and Education Enhancement Programme (TEEP).¹¹

That background leads up to the current situation within PfP.

Partnership for Peace today

The main structure of present days PfP that contains the bulk of the actual cooperation consists of the following elements:

EAPC

EAPC is a forum providing for regular consultation and cooperation. It meets periodically at the level of Ambassadors and Foreign and Defense Ministers. The council's activities are based on a two-year action plan, which focuses on consultation and cooperation on a range of political and security-related matters.¹²

Political-Military Steering Committee (PMSC)

Is the basic working body in the field of PfP. It meets either at Alliance level or as the Alliance with Partners. The main responsibilities include:

- the overall coordination of the Partnership Work Programme,
- developing political-military guidelines for use by the NATO Military Authorities for the preparation of their Partnership Work Programme (PWP) input on military exercises and activities,
- providing guidance for the preparation of the Individual Partnership Programmes (IPP) and for submitting them to the Council for approval,
- developing and coordinating work in relation to the Planning and Review Process (PARP).¹³

Military Cooperation Working Group (MCWG)

Is the PfP working forum on the military side. It acts as a consultative body for the Military Committee and meets either at Alliance level or including Partners.¹⁴

Partnership Coordination Cell (PCC)

PCC is based at NATO Headquarters, Mons Belgium. Their task is to coordinate joint military activities within PfP and to carry out military planning necessary to implement the military aspects of the PWP, notably, in the field of military exercises. Detailed planning for military exercises is the responsibility of the military command conducting the exercise. The Cell is headed by a Director and includes staff consisting of both NATO and Partner personnel. Most of the Partner personnel are dual hatted as national liaison personnel representing each Partner nation¹⁵

Key features of PfP

Politico-Military framework for NATO-led PfP-operations

This framework regulates the Partners involvement in the operational planning, in the command structure, and in political consultations and decision making for NATO-led crisis management operations. The aim is to enhance the transparency and to increase the influence Partner Nations is able to exercise on operations to which they contribute troops. Partner Nations who declare that they are willing to participate in an operation is to share the information about the operation as early and completely as possible. When NATO officially accepts the Partner Nations potential contribution consultations between NATO and the contributors is to take place. Although the Partner Nations has no

decision- or veto rights, they are supposed to participate in the decision-shaping process and decisions shall if possible be made in consensus.¹⁶

Partnership Work Programme

The Partnership Work Programme (PWP) is a broad description of the various possible areas of cooperation and a list of available activities for each one of the areas of cooperation. The PWP covers a three-year period and is reviewed by NATO and Partner Nations every year.¹⁷

The areas of cooperation have slightly differed over the years, but the nucleus of the cooperation areas has stayed generally the same. The latest PWP contained the following areas of cooperation:

Table 2 Areas of Cooperation

1 ADF	Air Defense Related Matters	12 LNG	Language Training
2 ASM	Airspace Management/Control	13 LOG	Consumer Logistics
3 C3	Consultation, Command and Control, including Communications and Information Systems, Navigation and Identification Systems, Interoperability Aspects, Procedures and Technology	14 MED	Medical Services
4 CEP	Civil Emergency Planning	15 MET	Meteorological Support for NATO/Partner Forces
5 CRM	Crisis Management	16 MIF	Military Infrastructure
6 DCF	Democratic Control of Forces and Defence Structures	17 NBC	Political and Defence Efforts Against NBC Proliferation
7 DPB	Defence Planning and Budgeting	18 PKG	Conceptual, Planning and Operational Aspects of Peacekeeping
8 DPM	Planning, Organization and Management of National Defence Procurement Programmes and International Cooperation in the Armaments Field	19 STD	Operational Material and Administrative Aspects of Standardization
9 DPS	Defence Policy/Strategy	20 TEX	Military Exercises and Related Training Activities
10 DRT	Planning, Organization, and Management of National Defence Research and Technology	21 TRD	Military Education, Training and Doctrine
11 GEO	Military Geography		

Source: "Partnership Work Programme for 2000-2001, generic section", updated July 2, 1999. (<http://www.nato.int/docu/d990616a.htm>)

Each one of the areas is supported by numerous activities sponsored either by NATO civilian or military bodies or by NATO or Partner Nations. The PWP, containing, nearly 1000 activities in 1997, serves as a “menu” of possibilities for Partners to choose for inclusion in their Individual Partnership Programmes (IPP).

Planning and Revue Process

In 1995, a Planning and Revue Process (PARP) was introduced within the PfP framework. The purpose of PARP is to advance interoperability and increase transparency among Allies in NATO and Partners. PARP is based on a biennial planning cycle modeled on the basis of the defense planning system of NATO. Participation among Partners is voluntary, although the majority has chosen to join. The first and second PARP cycle focused on Interoperability Objectives aimed at facilitating PfP cooperation and potential future PfP operations. In the latest PARP the development of Partnership Goals will offer a broader scope for the cooperation¹⁸

Defense related and military cooperation

When it comes to practical defense related and military cooperation to Partnership relations has been both widened and deepened. NATO-committees within the areas of for example the defense materiel, military logistics and civil emergency planning have been opened for Partnership Nations.

Since two years back, Officers from Partner Nations are offered the possibility to serve as International Officers with NATO-staffs in so called Partner Staff Elements (PSE). The purpose of this is to enhance the knowledge of NATO’s organization and procedures and thereby enhance the level of engagement among Partner Nations.¹⁹

In addition to Partner participation in military headquarters, NATO is foreseeing a depend participation in NATO Senior Committees and its subordinated structures. The most important of these organizations being, The Council Operations and Exercise Committee (COEC), The Conference of National Armament Directors (CNAD, Research and Technology Organization (RTO) and Military Agency for Standardization (MAS).²⁰

Operational Capabilities Concept

A central feature in the creation of a more operational PfP is the Operational Capabilities Concept (OCC). The initiative places emphasis on improving the military effectiveness of NATO-led multinational forces. It aims to increase military cooperation still further to help Partners develop forces that are better able to operate with those of NATO members in future crisis response operations.²¹

The main elements within the OCC-concept are:

- a roster of units aimed at identifying and developing capabilities which can be used in NATO-led Peace Support Operations,
- development of cooperation structures aimed at enhanced ability to cooperate between NATO- and Partner-Headquarters in peacetime. These structures are also aimed at supporting the implementation of the Combined Joint Task Force concept (CJTF),
- evaluation- and feedback-mechanisms aimed at evaluation of the units and capabilities being offered to NATO-led Peace Support Operations,
- other capability-enhancing measures aimed at enhancing interoperability between units participating in NATO-led Peace Support Operations.

The idea is to create a database of information pertaining to the units and capabilities that Partner Nations, through PARP or through their IPP, has declared being eligible as contributions to NATO-led operations. The concept will also allow multinational forces already created in peacetime to be entered in to the roster. These identified units are to regularly exercise and practice together and are to be evaluated according to the evaluation- and feedback mechanisms mentioned above. The overarching purpose is to facilitate the creation of specific units for specific missions and to shorten the time it takes to get well-trained units on the ground. The planned database is to be completed towards the end of 2000 and the first exercises and evaluations are to take place during 2001.²²

The Combined Joint Task Force Concept (CJTF)

The Political-Military framework, together with OCC and the Combined Joint Task Force Concept (CJTF), constitutes the basis for Partner Nation's contribution of forces and capabilities to NATO-led PfP-operations. CJTF is a staff structure that is a complement to NATO's permanent command structure. As the name implies the purpose of CJTF is to be able to command and control a combined, joint task force for a limited purpose and for a limited time. In time of crisis, the existing permanent CJTF Headquarters is to be amended by officers from the Partner Nations contributing forces to the operation.²³

Training and Education Enhancement Programme

As a natural part of the deepened Partnership Programme follows the need for enhanced and more effective possibilities for training and education. At the Washington Summit, a new program aimed at these objectives was presented. Specifically the

program, Training and Education Enhancement Programme (TEEP) aims to focus training and education towards enhanced interoperability in NATO-led Peace Support Operations. The program builds on initiatives like the creation of PfP Training Centers and on a network designed for computer simulated exercises, (SimNet)PfP Simulation Network.

To date six PfP Training Centers have been designated, the PfP Training Centre in Ankara, Turkey, Yavoriv Training Centre, Ukraine, Almnäs PfP Training Centre, Sweden, Bucharest PfP Training Centre, Romania, Geneva Centre for Security Policy (GCSP), Switzerland and the Austrian International Peace Support Command, Austria.²⁴ These centers familiarize participants with NATO's command, staff, operational and logistics procedures, and the procedures in multinational and joint operations. This in turn supports the development of interoperability between NATO and Partner forces and helps enhance the operational character of PfP.

PfP SimNet

The PfP SimNet was demonstrated for the first time at the Washington Summit. The aim of the network is to use the new information technology to facilitate computer-assisted training and distributed Peace Support exercises. It also facilitates the exchange of information between Partner and NATO Nations.²⁵

Consortium of Defence Academies

By an U.S. initiative the thoughts of a consortium of Defense Academies and Security Policy Institutes was born in June 1998. The aim of the initiative is to contribute to enhanced dialogue, sharing of information, common understanding and cooperation within the realms of security policy between the forty-four EAPC Nations. The first

conference was held in Zürich in the fall of 1998. As a result of that conference the following areas for practical cooperation were suggested:

- an yearly conference,
- workshops between the conferences,
- an internet-site for continuous exchange of information,
- the publishing of a scientific periodical ,
- common seminars, exchange of curriculums and guest speakers.

During the second conference in Sofia, December 1999, the work with further refinement of the organization's aims and working procedures continued. The work is divided into six areas:

- publications of the consortium,
- development of curriculums,
- distributed/distance education,
- information technology,
- simulation within the security policy area,
- common research projects.

The next conference will be held in Tallin in June, 2000 where the work to further develop the cooperation will continue.²⁶

PfP procedures and operation

The actual participation in PfP is based on an arrangement between NATO and the individual partner nation. Participation and emphasis of effort will therefore differ between different partners. A country wishing to join PfP is first invited to sign a

Framework Document, which describes the basic principles on which PfP is founded. After signing this document, each Partner submits its Presentation Document to NATO. This document indicates the aims and specific areas of cooperation the Partner wishes to pursue. It also indicates the military and other assets the Partner intends to make available for Partnership purposes.

Based on the statements made in the Presentation Document, and on additional proposals made by NATO and the Partner, an Individual Partnership Programme (IPP) is developed and agreed jointly covering a three-year period. The IPP contains statements of the political aims of the Partner, the military and other assets made available by the Partner, the broad objectives of cooperation between the Partner and the Alliance in various areas of cooperation, and specific cooperation activities to be implemented for each one of the cooperation areas. The selection of specific activities is made by each Partner from the list in the PWP.²⁷

Summary

The most essential features of present days PfP from a Swedish perspective are the EAPC, the Planning and Review Process and the Partnership Work Programme. The EAPC provides an important forum for regular consultation and cooperation at the political level. Among other things, this is an important feature in trying to help the former Warsaw-Pact countries transforming into modern Western States. The Planning and Review Process, with its purpose of advancing interoperability and increase transparency among Allies in NATO and Partners is key in creating interoperable and efficient Peace Support forces for future needs. Finally the Partnership Work Programme, with its broad number of activities and areas of cooperation, is important both for

enhanced interoperability as well as for increased understanding and confidence between Partner Nations.

Notes

¹ “The Alliance’s New Strategic Concept”, Meeting of the North Atlantic Council in Rome on 7th–8th Nov. 1991

² “Rome Declaration on Peace and Cooperation”, Press Communiqué S-1(91)86, Rome, 8 Nov. 1991, p2.

³ Ibid., 4.

⁴ “North Atlantic Cooperation Council Statement On Dialogue, Partnership And Cooperation”, Press Communiqué M-NACC-1(91)111, Brussels, 20 Dec. 1991

⁵ “Partnership for Peace: Invitation”, NATO Headquarters, Brussels 10-11 Jan. 1994

⁶ “Signatures of Partnership for Peace Framework document”, updated 1 December 1999. (<http://www.nato.int/pfp/sig-cntr.htm>)

⁷ Organization for Security and Cooperation in Europe. An evolution of CSCE (Conference on Security and Cooperation in Europe)

⁸ “The Enhanced Partnership for Peace Programme ”, Oct 1997 NATO Fact Sheet Nr. 9, p6.

⁹ “Basic Document of the Euro-Atlantic Partnership Council”, Press Release M-NACC-EAPC-1(97)66, 30 May 1997

¹⁰ “The Enhanced Partnership for Peace Programme ”, Oct 1997 NATO Fact Sheet Nr. 9, p3.

¹¹ “Det fördjupade samarbetet inom ramen för PFF-bakgrund och utveckling” (The deepened cooperation within the framework of PfP-background and development) PM, Swedish Armed Forces HQ, Strategy Department, Stockholm September 6, 2000, p2.

¹² “Further development of the EAPC”, May 2000, NATO Basic Fact Sheets., 1.

¹³ “The Enhanced Partnership for Peace Programme ”, Oct 1997 NATO Fact Sheet Nr. 9, p8.

¹⁴ The Enhanced Partnership for Peace Programme ”, Oct 1997 NATO Fact Sheet Nr. 9, p8.

¹⁵ Ibid., p9.

¹⁶ “Det fördjupade samarbetet inom ramen för PFF-bakgrund och utveckling” (The deepened cooperation within the framework of PfP-background and development) PM, Swedish Armed Forces HQ, Strategy Department, Stockholm September 6, 2000, p3.

¹⁷ Ibid., p8.

¹⁸ Ibid., p10.

¹⁹ “Det fördjupade samarbetet inom ramen för PFF-bakgrund och utveckling” (The deepened cooperation within the framework of PfP-background and development) PM, Swedish Armed Forces HQ, Strategy Department, Stockholm September 6, 2000, p3.

²⁰ The Enhanced and More Operational Partnership-EMOP, Memorandum– Swedish Armed Forces HQ, Stockholm, 2000-03-10, p8.

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²¹ “Partnership for Peace-An Enhanced and more operational partnership”, Apr. 1999, updated May 11, 2000, NATO Basic Fact Sheets. P 2.

²² “Det fördjupade samarbetet inom ramen för PFF-bakgrund och utveckling”

(The deepened cooperation within the framework of PfP-background and development) PM, Swedish Armed Forces HQ, Strategy Department, Stockholm September 6, 2000, p4.

²³ Ibid., p5.

²⁴ Akcapar, Burak. “PfP training centres: Improving training and education in Partnership for Peace”, *NATO Review*, Autumn 1999, Vol. 47, Issue 3, p 32.

²⁵ “Det fördjupade samarbetet inom ramen för PFF-bakgrund och utveckling”

(The deepened cooperation within the framework of PfP-background and development) PM, Swedish Armed Forces HQ, Strategy Department, Stockholm September 6, 2000, p5.

²⁶ Ibid., pp6-7.

²⁷ “The Enhanced Partnership for Peace Programme ”, Oct 1997 NATO Fact Sheet Nr. 9, p7.

Chapter 4

Swedish contribution and participation in PfP-activities

Swedish aims and objectives

Stability and security in the Euro-Atlantic area can only be achieved through cooperation and common action. Sweden's outstanding experience in UN peacekeeping operations will be a valuable contribution to NATO's Partnership for Peace for which this will be a principal activity. Sweden's adherence to the Partnership will be in keeping with the country's national security policy and, at the same time, enlarge its scope.

Margareta Af Ugglas, Swedish Foreign Minister¹.

The above quotation comes from *NATO's Sixteen Nations*, Vol 39 1994, in which all of the new Partner Nations have written short articles to present their aims and objectives with their respective partnership. According to the Swedish view, the organization has two main purposes;

- a forum for concrete, pragmatic and confidence-building cooperation within Europe, thus replacing old dividing lines with new cooperative links,
- a framework within which to learn how to work with each other more closely in Peace support operations.

The article makes it very clear that Sweden does not view PfP as a “waiting-room” for NATO membership.

When it comes to Swedish focus on cooperation within PfP, peacekeeping missions, search and rescue, humanitarian operations and other tasks that may subsequently be agreed are mentioned. When it comes to actual Swedish contributions the areas of emphasis is to be peacekeeping and increased democratic control of military structures.² This rather vague and low-key approach has to be seen in the light of the political climate in Sweden at the time. The big debate concerned the issue of membership in PfP, and for that matter in the EU, was consistent with the Swedish policy of neutrality and non-alignment. The Swedish membership in the EU the following year and the perceived success of NATO/PfP operations in the Balkans helped to remove most of the internal opposition to Swedish participation in PfP. It should be mentioned that the environmentalist party and the left wing party as of this writing is in opposition to Swedish membership both in the EU and in PfP.

In a report to the Swedish Parliament in November 1997, the Foreign Affairs Committee gives the following reasons why EAPC it self is important, and why Swedish participation and cooperation is in our national interest:

- Sweden can contribute to international crisis management actions under UN- or OSCE-mandate in Europe.
- Sweden can contribute to the development of effective crisis management capabilities that can help sponsor security and peaceful conflict resolution.
- The NATO-Russia Council, created within the framework of EAPC, has the possibility of developing close relations between the two former belligerents.
- The practical cooperation within PfP is confidence building.

- The cooperation within PfP, with participation from all of the states around the Baltic Sea, has positive implications for the cooperation and security in our immediate surroundings.
- Through PfP and EAPC, Sweden contributes to the creation of democratically controlled Defense Forces and Civilian Defense functions in Central- and Eastern Europe.³

It is clear that Sweden view PfP as a versatile organization and as a tool, both for enhanced local Nordic security, security throughout Europe and as a crisis management institution.

Individual Partnership Program

The Swedish Government on June 31, 2000 approved the latest Swedish Individual Partnership Programme. The IPP consists of five parts:

- An introduction containing the Swedish national policy on PfP.
- Forces and other resources that Sweden puts at PfP disposal.
- Aims, objectives and priorities within the cooperation.
- A list of activities out of PWP that Sweden intends to participate in
- A list of activities outside of PWP that Sweden intends to host or participate in.

In the introduction, it is stated that Sweden views PfP as an important part of the European security environment, with special emphasis on the Baltic Sea region. In order to further enhance the capabilities concerning effective crisis management, search and rescue, and humanitarian operations, Sweden will continue to participate in PARP. Other areas of special concern is transparency in national defense planning- and budgeting processes as well as democratic control of Armed Forces. Sweden also welcomes the

attempts made to make PfP a more operational organization with the ability to field forces in Peace Support and humanitarian operations.⁴

Practical participation and emphasis

Politico-Military framework for NATO-led PfP-operations.

The institution of this feature has been an important issue for Sweden to pursue. Sweden, among the other Western European Partner Nations in PfP, has voiced concerns about the lack of consideration from NATO when it comes to the influence from Partner Nations on operational matters. The Politico-Military framework was put to the test when the operation in Kosovo was launched. The overall Swedish opinion is that the information released from NATO was sufficient, but not more, for national decision making pertaining contribution of troops or not. The consultations between NATO and the individual troop contributing Partner Nation did not occur at all. Sweden has in several meetings in EAPC pointed out the importance of Partner Nation consultation when it comes to operational issues. Consultations were finally held on November 16, 1999 and are scheduled to occur periodically.⁵

Partnership Work Programme

Sweden has participated in PfP exercises, seminars and workshops since 1995. The first years the participation was rather limited, due both to national constraints and to a limited exercise program. During 1997, Sweden participated with troops or staff officers in twelve PfP-exercises as well as in a large number of seminars and conferences. 1997 was also the first year that Sweden hosted a PfP exercise, Cooperative Banners.⁶

In 1998 Sweden participated with troops or staff officers in fourteen PfP-exercises as well as in a large number of seminars and conferences. Sweden also hosted the exercise Nordic Peace 98, aimed at civil-military cooperation. The overarching experience from the participation in the exercises was that Swedish officers and units well could compete with their foreign counterparts.⁷

The table below shows the Swedish participation in exercises during 1999.

Table 3 Swedish participation in PfP-exercises 1999

Exercise name	Scope	Swedish participation
Combined Endeavor	Test of interoperability of C ² -systems	20 staff officers and components from TS 9000 C ² -system
Cooperative Guard	CPX exercising Combined Joint Task Force (CJTF)	50 staff officers
Baltops	PSO with maritime units (develop interoperability)	4 coast corvettes 3 patrol vessels 1 Mine vessel 1 submarine 4 helicopters 3 sea surveillance aircraft Boarding crew Staff officers
Barents Peace	CFX/LIVEX. Civil-military cooperation in a UN sanctioned peacekeeping mission	Company Command Post Rifle platoon 2 EOD sections 3 helicopters Staff officers
Cooperative Baltic Eye	Sea search and rescue	3 helicopters 1 sea surveillance aircraft 1 patrol vessel
Open Spirit	Multinational mine clearing operation	2 mine clearing vessels
Nordic Peace	PSO within multinational brigade	1 Mech Infantry Company 1 helicopter 40 staff officers for manning of company/ battalion/brigade command posts
Cooperative Bear	Humanitarian air evacuation	1 C 130 Aeromedical Evacuation Team 6 staff officers
Viking 99	Computer Assisted Exercise (CAX) to exercise C ² in a multinational and multifunctional operation	400 staff officers, civil servants and soldiers

Source: Yearly report from the Armed Forces to the MOD 1999, Armed Forces HQ Stockholm,

The participation in exercises does not give the whole picture of the Swedish engagement in PFP. The following table shows the planned Swedish participation during the years 2000 and 2001 within the different areas of cooperation.

Table 4 Swedish participation in PWP activities 2000-2001

	Area of cooperation	Swedish Armed Forces	Swedish Defence Material Administration	Other Agencies ⁸	Total
1 ADF	Air Defense Related Matters	18	22	5	45
2 ASM	Airspace Management/Control	25	0	4	29
3 C3	C3I	84	15	4	103
4 CEP	Civil Emergency Planning	11	0	171	182
5 CRM	Crisis Management	8	2	33	43
6 DCF	Democratic Control of Forces and Defence Structures	6	0	8	14
7 DPB	Defence Planning and Budgeting	9	0	2	11
8 DPM	National Defence Procurement Programmes		20	10	30
9 DPS	Defence Policy/Strategy	5	0	0	5
10 DRT	National Defence Research and Technology	2	16	11	29
11 GEO	Military Geography	7		3	10
12 LNG	Language Training	19	8	0	27
13 LOG	Consumer Logistics	36	16	2	54
14 MED	Medical Services	8		2	10
15 MET	Meteorological Support for NATO/Partner Forces	1	0	4	5
16 MIF	Military Infrastructure	0	2	0	2
17 NBC	Efforts Against NBC Proliferation	4	0	9	13
18 PKG	Peacekeeping	35	7	48	90
19 STD	Operational Material and Administrative Aspects of Standardization	145	174	14	333
20 TEX	Military Exercises and Related Training Activities	95	0	0	95
21 TRD	Military Education, Training and Doctrine	117	17	1	135
	Total	635	299	331	1265

Source: "Direktiv för utarbetande av uppdragsförslag, DUF 01-04, HKV 23250:67071 (Directive for budget proposal), Armed Forces HQ, Stockholm, June 14, 2000.

Although a mere count of the number of activities that Sweden plans to attend is a somewhat blunt instrument in deciding the emphasis of the Swedish participation and

interest in PfP it still provides some idea of the overall picture. The table above deserves the following comments:

- Swedish participation is in no way limited to military activities.
- The stated Swedish emphasis on civil emergency planning and peace keeping is well reflected in the actual participation.
- The huge participation in activities related to standardization, both by the Armed Forces and by the Material Administration, shows that Sweden is serious in its commitment to increased interoperability. This emphasis ought also to have major impact on the Swedish military procurement and organization in the future.

Planning and Revue Process

Sweden has participated in PARP since the process was introduced in 1995. The Swedish Government in 1998 adapted ten Initial Partnership Goals and thirty-five Interoperability Goals for development of our capability to participate in international operations. These goals were estimated to be in essence fulfilled in 1999 with a few exemptions within the realm of NBC-protection.⁹

In June 2000, the Swedish Government decided to adapt sixty of sixty-six Partnership Goals proposed by NATO for the period 2001-2006. Together with a number of commitments to enhanced interoperability, the Partnership Goals meant that the Swedish Armed Forces was tasked to provide the following units and capabilities for operations in an international environment:

Table 5 Swedish units with capability for international operations

Unit/Capability	From
Command and Control Unit	2001
Staff Personnel for CIMIC-functions	2002
Two Mechanized Infantry Battalions	2001
Military Police Company	2003
Engineer Company with EOD and Mine-clearing capability	2002
Naval Mine-clearing Unit	2001
Reconnaissance Air Squadron (AJS 37) (JAS 39 Griffin from 2004)	2001
Air Transport Squadron	2001

Source: Government decision on the Partnership Goals within the framework of PfP, Press Release, Ministry of Defence, Stockholm, 21 June 2000.

In addition, the Government decision tasks the Armed Forces to:

- Investigate the possibilities of creating command and control structures for special CIMIC-units of company strength and bigger.
- Develop the capability of air to air refueling.
- Ensure the medical evacuation capability within units.
- Contribute to the development of a Nordic Peace Support Brigade.¹⁰

It might be interesting to note that the Swedish Armed Forces wanted to go further in developing international units than what the Government finally decided. The reduction made by the Government is probably more due to economical constraints than to anything else. It is a stated goal of the Armed Forces HQ to eventually equip and organize all Swedish units to the standard of the internationally capable units.¹¹

Defense related and military cooperation

Sweden is actively involved in the practical defense related and military cooperation program within PfP. At the moment five Swedish officers is working in PSE-elements in NATO-staffs around Europe. In addition to these military officers, one civilian Government employee works at NATO's Civilian Emergency Planning Directorate

(CEPD), and another one works at Euro-Atlantic Disaster Response Coordination Centre (EADRRC). The purpose of this is to enhance the knowledge of NATO's organization and procedures and thereby enhance the level of engagement among Partner Nations¹²

Operational Capabilities Concept

The Operational Capabilities Concept (OCC) is well aligned with the Swedish aim of creating more robust and ready forces for Peace Support Operations in Europe. As can be seen in the section on PARP above, Sweden is ready to contribute substantial forces to NATO-led peace support or humanitarian operations. Of special interest to Sweden is the possibility to create a Nordic Peace Support Brigade. The Nordic cooperation within the military field has picked up speed during the last couple of years, and a Nordic Brigade would be a logical continuation of that development.¹³ Sweden also supports the initiative to develop cooperation structures aimed at enhancing understanding and interoperability in peacetime by taking active part in the defense related and military cooperation program.

Training and Education Enhancement Programme

Sweden has been one of the main proponents for this program. The emphasis in training and education, according to the Swedish view should be placed at language training, both basic and specialized, staff procedures and at training of officers in multinational operational environment.¹⁴ Visible evidence of the Swedish dedication in this area is the establishment of the Almnäs PfP Training Centre, just south of Stockholm. The Center offers training for staff officers as well as opportunities to train units up to battalion size. During 1999 the Centre offered the following PfP staff officer's courses:

- PfP SOC (PfP Staff Officer's Course), 66 officers from 15 countries participated in this course aimed at preparing staff officers for duty in multinational staffs.
- PfP JSOC (PfP Junior Staff Officer's Course), 54 officers from 16 countries participated in this course aimed at knowledge of NATO organization and procedures at battalion level.
- Military English, 39 officers from 8 countries participated in this course.

In addition to these designated PfP courses, the center also offers a number of UN staff officer's courses.¹⁵

Another area where Sweden, together with the United States, has been active is in the development of the PfP Simulation Network. In November-December 1999, the first computer-assisted exercise within PfP, VIKING 99, was headquartered at the Almnäs PfP Training Center. The importance of a further development of the simulation capacity, in order to facilitate training and preparation for Peace Support Operations has been emphasized by the Swedish Minister of Defence on several occasions. Sweden has also on a number of occasions declared that it intends to continue to stay on the edge regarding computer simulation.¹⁶

Consortium of Defence Academies

During the second conference of the Consortium in Sofia, December 1999, the need for a secretariat to keep track of the different working groups and to administer the consortiums overall work was identified. Sweden offered to organize such a secretariat. It will be organized within the framework of the Swedish Armed Forces Staff and War College in Stockholm. The Swedish view is that by organizing the secretariat, the

Swedish ability to educate officers at tactical, operational and strategical level will be increased.¹⁷

Summary

Sweden views PfP as an important part of the European security environment, with special emphasis on the Baltic Sea region. Sweden participates in PARP in order to further enhance the capabilities concerning effective crisis management, search and rescue, and humanitarian operations. Sweden also welcomes the attempts made to make PfP a more operational organization with the ability to field forces in Peace Support and humanitarian operations. Other areas of special concern is transparency in national defense planning- and budgeting processes as well as democratic control of Armed Forces.

When it comes to participation in Partner activities the Swedish contribution is in no way limited to military activities. The stated Swedish emphasis on civil emergency planning, democratic control of Armed Forces and peace keeping is well reflected in the actual participation. The huge participation in activities related to standardization, both by the Armed Forces and by the Material Administration, shows that Sweden is serious in its commitment to increased interoperability. This emphasis ought also to have major impact on the Swedish military procurement and organization in the future.

Notes

¹ “Af Ugglas, Margareta. “Sweden and Partnership for Peace”
NATO’s Sixteen Nations, Vol 39 1994, p56

² Ibid., p56-57

Notes

³ “Vissa säkerhetspolitiska frågor samt Sveriges deltagande i EAPR och det fördjupade PFF-samarbetet”, Utrikesutskottets betänkande 1997/98:UU8.

(Certain security policy issues and the Swedish participation in EAPC and the Enhanced PfP), Foreign Affairs Committee Report 1997/98:UU8, Stockholm, Nov 18, 1997, pp6-7.

⁴ “Svenskt godkännande av Individuellt partnerskapsprogram för åren 2000-2001 inom ramen för Partnerskap för fred, Regeringsbeslut 15, Fo2000/28/SI, Bilaga 1 (Swedish approval of the Individual Partnership Programme for 2000-2001 within the framework of Partnership for Peace), Government Decision 15, Fö2000/28/SI, Annex 1, Stockholm June 31, 2000, p1.

⁵ “Det fördjupade samarbetet inom ramen för PFF-bakgrund och utveckling” (The deepened cooperation within the framework of PfP-background and development) Memorandum, Swedish Armed Forces HQ, Strategy Department, Stockholm September 6, 2000, pp2-3.

⁶ Yearly report from the Armed Forces to the MOD 1997, Armed Forces HQ Stockholm,

⁷ Yearly report from the Armed Forces to the MOD 1998, Armed Forces HQ Stockholm,

⁸ The Swedish Agency for Civil Emergency Planning (ÖCB), 130 activities, The Swedish Rescue Services Agency (SRV) 47 activities, The National Defence Research Establishment (FOA) 49 activities, The Coast Guard 2 activities, The National Board of Psychological Defence (SPF) 10 activities, The National Maritime Administration 2 activities, The Civil Aviation Administration (LFV) 9 activities, The Swedish National Energy Administration 6 activities, The National Post and Telecom Agency 4 activities, The National Rail Administration 14 activities, The National Board of Health and Welfare (SoS) 19 activities, The National Police Board (RPS) 9 activities.

⁹ “Redovisning avseende utveckling av internationell formåga” (HKV 23 200:60925, 2000-02-01) Account of the development of international capabilities, Swedish Armed Forces HQ, Stockholm, 2000-02-01, p4.

¹⁰ “Regeringsbeslut om partnerskapsmål inom ramen för Partnerskap för fred” (Government decision on the Partnership Goals within the framework of Partnership for Peace), Press Release, Ministry of Defence, Stockholm, 21 June 2000. Pp1-2.

¹¹ Försvarsmaktsidé 2020 (FMI 2020), (Joint Vision 2020) Swedish Armed Forces HQ, Stockholm, 1999

¹² “Det fördjupade samarbetet inom ramen för PFF-bakgrund och utveckling” (The deepened cooperation within the framework of PfP-background and development) PM, Swedish Armed Forces HQ, Strategy Department, Stockholm September 6, 2000, p3.

¹³ Ibid. p4.

¹⁴ The Enhanced and More Operational Partnership-EMOP, Memorandum– Swedish Armed Forces HQ, Stockholm, 2000-03-10, pp11-12.

¹⁵ Yearly report from the Armed Forces to the MOD 1999, Armed Forces HQ, Stockholm,

¹⁶ “Det fördjupade samarbetet inom ramen för PFF-bakgrund och utveckling”

Notes

(The deepened cooperation within the framework of PfP-background and development)
Memorandum, Swedish Armed Forces HQ, Strategy Department, Stockholm September
6, 2000, pp5-6.

¹⁷ Ibid., pp6-7.

Chapter 5

PfP membership effects on the Swedish Armed Forces

The changes in environment and overall tasks for the Swedish Armed Forces during the last decade have been immense. In the late 1980s, the Swedish Armed Forces could mobilize 700.000 personnel to meet any perceived threat to the Nation. The organization was fully concentrated on the task to defend the Nation within its borders and international contacts were rare. Today the mobilization strength is below 200.000 and the tasks are more diversified. The organization is no longer designed to counter a direct threat but more to maintain and develop certain capabilities.

The purpose of this chapter is to investigate what impact these changes has had on the Swedish Armed Forces, with emphasis on the Army, concerning training, doctrine and organization. It is very difficult to nail down concrete changes as a sole result of membership in PfP. However, recognizing PfP as the main forum for practical international cooperation, influences from PARP and PWP has to be recognized as a major factor in practical changes in the Armed Forces. Therefore, even if there in some cases is no evidence in writing that a change is made due to membership in PfP, many changes certainly occur in the context of that organization's framework.

Changes in Training

Training of individual soldiers and lower level units

Current Swedish legislation dictates that conscript training has to be aimed at tasks of defending the country against foreign aggression. That is, it is not allowed to train soldiers specifically for Peace Support Operations during basic conscript training.¹ It should also be noted that participation in operations abroad is voluntary for both conscripts and officers.

In an on going government study (SOU 2000:21) two suggestions for changes in this legislation are being put forward. The first suggests that training during basic conscript training can contain elements of training directly aimed at preparation for Peace Support tasks as long as the training can be considered as beneficial for the soldiers ability to perform his tasks in the wartime organization.

In addition, the study suggests that conscripts, by duty, will be obliged to participate in training for Peace Support activities, for example PfP-exercises, in both Sweden and abroad. The study is currently under consideration. Changes in legislation can not be expected before July 2002.²

Current directives from the Armed Forces Headquarters to training units states that training for Peace Support Operations during basic training may not exceed two weeks. It also has to be deemed beneficial to the skills needed for the soldier's wartime organization tasks³.

Given these constraints, it is not surprising that the survey conducted within the realm of this monograph show that there has been virtually no impact on training of individual soldiers and training of small units. Except for some trials directed by the

Armed Forces HQ with PSO-training during basic conscript training in some units, training has not changed significantly at the lower levels.

Officer training and education

If changes in training of individual soldiers and small units are small, bigger changes are underway in the realm of officers training and education. One change is in attitude and demands for language training. Before attending military schools at all levels, military students have to pass an English exam. In addition to this requirement the actual language training during Basic Officers Training, Advanced Course, Junior Staff College and Staff College has increased.⁴ An increased number of Swedish officers are also attending the courses offered by the different PfP Centers around Europe. A number of Swedish students each year attends the PfP SOC (PfP Staff Officer's Course), the PfP JSOC (PfP Junior Staff Officer's Course), as well as Military English courses.⁵

At all levels of officers training certain elements of Peace Support Operations training is being implemented. As an example, the Staff College performs one of their exercises in English in the format of a Peace Support Operation. In addition to this, all training in planning at the operational level at the Staff College is being performed according to the NATO MDMP.⁶

Changes in Organization

Unit organization

To date no changes in units in the wartime organization has been made due to PfP membership. The units influenced by PfP are of course the units designated for international commitment in Sweden's Partnership Goals (see table 5). Since according to the Swedish Armed Forces Joint Vision 2020 it is the ultimate goal to equip and organize

all Swedish units to the standard of the units designated in the Partnership Goals, the impact eventually will be substantial.

Staff organization

Virtually all staffs of units and commands active in peacetime, from the Armed Forces HQ down to training units have been reorganized according to NATO-standards. Some units and staffs have also organized special staff segments to deal with the increased number of international contacts. So far no changes in staff organization of wartime organization units have occurred. Following the goals in Joint Vision 2020, the reorganization of the staffs should follow the same pattern as the reorganization of the actual units.

Changes in Doctrine

To date there are few changes in Swedish doctrine due to PfP membership, or due to other international commitments. The only doctrinal changes in print so far is the adoption of NATO standard when it comes to map symbols in the new field manual, Arm'ehandbok 4 (AH 4), Swedish equivalent of U.S. Field Manual FM 101-5-1.⁷ Preparations are being made to change to UTM map reference system as opposed to the current Swedish National Reference System.⁸

Given the participation in PARP and its strive towards greater interoperability and the influence from an extensive Swedish participation in PfP exercises, the future may contain some major changes. According to the Swedish Army Tactical Command the development of the next edition of AR 2 (Arm'e Reglemente 2), the army fundamental tactical manual will take tactics and procedures from international organizations in to

consideration.⁹ The change of staff organization to NATO standard should also influence staff procedures and the manuals connected to that line of work.

Notes

¹ Lagen om totalförsvarsplikt (1994:1809), (Total Defence Service Act)

² PM från GRO UTB

³ "Direktiv för utarbetande av uppdragsförslag, DUF 01-04, HKV 23250:67071 (Directive for budget proposal), Armed Forces HQ, Stockholm, June 14, 2000

⁴ Survey presented in Appendix B

⁵ Yearly report from the Armed Forces to the MOD 1999, Armed Forces HQ, Stockholm,

⁶ Training and Education Enhancement Programme

⁷ Arméhandbok 4 (AH 4), Swedish Armed Forces HQ, Stockholm, 1998

⁸ Survey presented in Appendix B

⁹ Survey presented in Appendix B

Chapter 6

Conclusion

The scope of this monograph is to answer the question: In what way has the Swedish membership in PfP influenced the Swedish Armed Forces capabilities? The answer could be either a lot or not very much, depending on what aspects are studied.

As shown, the practical changes down at unit level concerning training, doctrine and organization has to date not been significant. If the current development continues, looking a few years ahead the answer will probably be different. The overall development of the Swedish Armed Forces is clearly going in the direction of increased interoperability for international Peace Support or Humanitarian Operations on the expense of issues of national defense.

Sweden's commitment of forces in the realm of Partnership goals (See table 5) combined with the expressed goal of eventually providing all Swedish units with the capability to perform international operations clearly supports this view. Another aspect that supports the argument is the intense Swedish participation in the standardization cooperation area (see table 4). According to the Swedish Army Tactical Command the development of the forces for international engagement is driving the development of the rest of the Army¹. Along with this organizational and technical development goes the subsequent changes in doctrine and training of soldiers, officers and units. Referring to

the survey conducted within the realm of this monograph, very few units have expressed concerns about this development. The fact that the influence at unit level has been almost negligible so far may also indicate that the quality and versatility of training is high enough to accommodate new demands. Overall, the organization seems to be in general concurrence with the development designed by the political and higher military levels of command.

Without any doubt, the development of the Swedish Armed Forces is going in the direction of a force better prepared for international operations. This development is driven by Swedish political ambition to support the creation of a political framework as well as interoperable forces for Peace Support Operations in Europe. The practical aspects of this process are to a large degree conducted within the realm of PfP. The influence from PARP on organizational and interoperability matters as well as the training events offered within PWP does not have any resemblance in any other organization and will eventually have a major impact on the Swedish Armed Forces.

Notes

¹ Survey presented in Appendix B

Appendix A

Partnership for Peace member states

Nation	Signing date	Nation	Signing date
Albania	23.02.94	Latvia	14.02.94
Armenia	05.10.94	Lithuania	27.01.94
Austria	10.02.95	Moldova	16.03.94
Azerbaijan	04.05.94	Poland *	02.02.94
Belarus	11.01.95	Romania	26.01.94
Bulgaria	14.02.94	Russia	22.06.94
Czech Republic *	10.03.94	Slovakia	09.02.94
Estonia	03.02.94	Slovenia	30.03.94
Finland	09.05.94	Sweden	09.05.94
Georgia	23.03.94	Switzerland	11.12.96
Hungary*	08.02.94	The Former Yugoslav Republic of Macedonia	15.11.95
Ireland	1.12.99	Turkmenistan	10.05.94
Kazakhstan	27.05.94	Ukraine	08.02.94
Kyrgyz Republic	01.06.94	Uzbekistan	13.07.94
* NATO members since March 1999			

Source: “Signatures of Partnership for Peace Framework document”, updated 1 December 1999. <http://www.nato.int/pfp/sig-cntr.htm>

Appendix B

Survey on the PfP impact on the Swedish Army

General

The survey was conducted in August and September 2000 by written correspondence between the author and units and staffs listed below.

Units/staffs answering the survey.

	Unit/Staff	Unit/Staff (English)		Unit/Staff	Unit/Staff (English)
1	HKV GRO UTB	Joint HQ Training Branch	14	I 19 Luftvärnsbataljon	Norrbotten Regiment (Air Defence Bn)
2	ATK	Army Tactical Command	15	I 19 Ingenjörbataljon	Norrbotten Regiment (Engineer Bn)
3	SWEDINT	Swedish Armed Forces International Command	16	I 19 Signalbataljon	Norrbotten Regiment (Signal Bn)
4	SWEDEC	Swedish EOD, Demining & Engineering Centre	17	K 4	Norrland Dragoon Regiment (Ranger)
5	Skydds	National NBC-Defence School	18	P 4	Skaraborg Regiment (Armor Bde/Bn)
6	FSC	Armed Forces Medical Centre	19	P 7	Southern Skåne Regiment (Armor Bde/Bn)
7	ATS	Army Technical School	20	P 10	Södermanland Regiment (Armor Bde/Bn)
8	MHS H	Military College Halmstad	21	P 18	Gotland Regiment (Armor Bde/Bn)
9	FHS	National Defence College	22	A 9	The Artillery Regiment
10	I 1/K 1	Svea Life Guards (Infantry Bde/Bn)	23	Lv 6	Göta Air Defence Training Regiment
11	I 5	Jämtland Rifles (Infantry Bde/Bn)	24	Ing 2	Göta Engineers (Engineer Rgt/Bn)
12	I 19 Pansarbataljon	Norrbotten Regiment (Armor Bn)	25	S 1	Uppland Regiment (Signal Rgt/Bn)
13	I 19 Artilleribataljon	Norrbotten Regiment (Artillery Bn)	26	T 2	Göta Logistic Training Regiment

Questions asked.

1	Has the increased international commitment for the Armed Forces affected your unit's (the army's) tactics and TTPs? Concrete examples? Can any of the perceived changes be related to our membership in PfP?
2	Has the increased international commitment for the Armed Forces affected your unit's (the army's) training/education concerning: a. Officers in the role of trainer, commander, member of a staff, in general? b. Individual soldier (Basic training)? c. Unit training at platoon level? d. Unit training at company level? e. Unit training at battalion level? f. Battalion/Brigade staff? Concrete examples: Can any of the perceived changes be related to our membership in PfP?
3	Has the increased international commitment for the Armed Forces affected your unit's (the army's) equipment and organization Concrete examples: Can any of the perceived changes be related to our membership in PfP?
4.	Has our membership in PfP in general contributed to the Armed Forces ability to perform its primary tasks? If yes, in what way? If no, why not? Is there according to your opinion possible that it will in the future?
5	(Army tactical command and Joint Headquarters only) Has the increased international commitment for the Armed Forces affected the army's development of doctrine and Field Manuals? Concrete examples: Can any of the perceived changes be related to our membership in PfP?
6	(Military College and the National Defence College only) Has the increased international commitment for the Armed Forces affected the training and education of officers in the role of trainer, commander, member of a staff, in general? Concrete examples: Can any of the perceived changes be related to our membership in PfP?
7	Any other comments

The details of the answers to the questions is in the possession of the author of this monograph.

Glossary

ATK	Arm'etaktiskt Kommando, Army Tactical Command
ATS	Arm'ens Tekniska Skola, Army Technical School
CAX	Computer at Euro-Atlantic Disaster Response Coordination Centre (EADRRC) Assisted Exercise
CEPD	NATO's Civilian Emergency Planning Directorate
CFX	Command Field Exercise
CJTF	Combined Joint Task Force
CNAD	NATO Conference of National Armament Directors
COEC	NATO Council Operations and Exercise Committee
CPX	Command Post Exercise
CSCE	Conference on Security and Cooperation in Europe
EAPC	Euro-Atlantic Partnership Council
EADRRC	Euro-Atlantic Disaster Response Coordination Centre
EMOP	The Enhanced and More Operational Partnership
EOD	Explosive Ordnance Disposal
EU	European Union
FHS	Försvvarshögskolan, National Defence College
FOA	Försvarets Forskningsanstalt, The National Defence Research Establishment
FSC	Försvarets Sjukvårdscentrum, Armed Forces Medical Centre
HKV GRO UTB	Joint Headquarters Training Branch
IPP	Individual Partnership Programme
LIVEX	Live Exercise
LFV	Luftfartsverket, The Civil Aviation Administration
MAS	Military Agency for Standardization (NATO)
MCWG	Military Cooperation Working Group
MHS H	Militärhögskolan Halmstad, Military College Halmstad
NAC	North Atlantic Council
NACC	North Atlantic Cooperation Council

OCC	Operational Capability Concept
OSCE	Organization for Security and Cooperation in Europe
PARP	Planning and Review Process
PCC	Partnership Coordination Cell
PfP	Partnership for Peace
PfP JSOC	PfP Junior Staff Officers Course
PfP SimNet	PfP Simulation Network.
PfP SOC	PfP Staff Officers Course
PMSC	Political-Military Steering Committee
PSE	Partner Staff Element
PWP	Partnership Work Programme
RPS	Rikspolisstyrelsen, The National Police Board
RTO	Research and Technology Organization (NATO)
UN	United Nations
Skydds	Skyddskolan, National NBC-Defence School
SoS	Socialstyrelsen, The National Board of Health and Welfare
SPF	Styrelsen för Psykologiskt Försvar, The National Board of Psychological Defence
SRV	Statens Räddningsverk, The Swedish Rescue Services Agency
SWEDEC	Swedish EOD, Demining & Engineering Centre
SWEDINT	Swedish Armed Forces International Command
TEEP	Training and Education Enhancement Programme
WEU	Western European Union
ÖCB	Överstyrelsen för Civil Beredskap, The Swedish Agency for Civil Emergency Planning

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